

Developed through a partnership between the California Department of Education (CDE), the California Collaborative for Educational Excellence (CCEE), and WestEd







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Is this resource for you?

- » Has your local education agency been identified by the state as needing to improve outcomes for students with disabilities?
- » Are you a new leader who is trying to understand whether your special education system has a solid infrastructure?
- » Do you think the system needs improvement, and are you unsure where to start?

If your answer for any of these questions is yes, this resource is for you.

This publication was developed to help California's local education agencies (LEAs) that are committed to having an effective special education system that meets the needs of all students it is intended to serve. (With some adaptation, the tool can be used by LEAs in other states as well.) It identifies six basic, or foundational, components for the kind of infrastructure needed in order to have a well-functioning special education program. It also provides a tool for examining the degree to which these components are in place in your system. The results of that examination can help you decide where best to start system improvement efforts.

Many LEAs have already been working hard to improve their special education systems. In California, the number of LEAs identified for differentiated assistance based on the performance of their students with disabilities decreased from 243 in 2018 to 187 in 2019, a drop of 23 percent. Although such progress is encouraging, the 187 schools identified in 2019 based specifically on how they served students with disabilities accounted for more than half of all California schools identified for differentiated assistance that year for any reason. Improving outcomes for students with disabilities remains a statewide priority — and a challenge.

¹ Fensterwald, J. (2019). Some ratings rise in 3rd year of California School Dashboard: The number of districts requiring county assistance drops [Online article]. Oakland, CA: EdSource. Retrieved from https://edsource.org/2019/some-ratings-rise-in-3rd-year-of-california-school-dashboard/621008

This resource grew out of the experiences of technical assistance providers from the California Department of Education (CDE) and the California Collaborative for Educational Excellence (CCEE) who have been providing differentiated assistance to school districts and charter schools as part of California public education's statewide accountability and support system. In doing so, they have learned firsthand about the challenges LEA leaders face in trying to raise the quality of the special education they offer. In the following hypothetical vignette, created from the collective observations of these providers, a district's suspension rate for students with disabilities has brought it to the attention of the state. But it's the difficulties faced by this hypothetical district as it tries to address the suspension problem that are likely to sound most familiar to many districts in California and elsewhere:

According to the state's process for monitoring Individuals with Disabilities Education Act performance indicators, this district has not met suspension-rate targets for students with disabilities. As district leaders, with outside technical assistance providers, set out to examine student data and conduct a root-cause analysis, they quickly encounter obstacles. Student data are kept in paper files, rather than in an electronic data system, making data analysis difficult and laborious. School incident reports are nonstandard and inconsistently available. The district's policies and procedures for serving students with disabilities are out of date and do not reflect the actual practices being used.

The underlying theme in this vignette is the LEA's lack of a solid infrastructure for its special education system. The details may vary from one LEA to another, but the general story is the same for many LEAs: too little attention paid to the foundation needed for an effective special education system. This resource is intended to help LEA leaders tackle this critical issue. It starts by identifying the basic components of a special education infrastructure. It then provides a tool to help LEAs determine strengths and gaps in their own special education infrastructure with an eye to instating or strengthening the basic components so that their system is better able to support students, families, and educators.

Methods for the design of this tool. The basic components were identified, and the related tool developed, through an iterative design process that captured and leveraged the knowledge and experience of LEA system leaders, as well as CDE and CCEE technical assistance providers, using a series of interviews, focus groups, and prototyping and testing cycles. The design team, consisting of CDE, CCEE, and WestEd staff, worked closely with leaders from county offices of education and LEAs across California to gather feedback on the identified components and to test the tool. The design team also gathered expert feedback from the Students with Disabilities Collective, a group of special education system leaders and practitioners from county offices of education, special education local plan areas (SELPAs), and technical assistance organizations across California that is facilitated by the CDE and CCEE, with a focus on addressing special education systems coherence. Together, the design team developed the Basic Components Tool to help LEA leaders identify, establish or strengthen, and continuously improve the basic components of a special education infrastructure.

Why does this resource focus only on the basic components of a special education infrastructure?

The infrastructure components presented in this resource serve as the foundation for a special education system, but they are not *all* that is needed for a well-functioning system. They do not replace other essential conditions for effective systems, such as effective leadership and a supportive culture. Yet, as illustrated in the earlier vignette, without such basic components, having a well-run special education program — and, equally important, being able to continuously improve it — is more challenging.

These basic components are also integral to effective implementation of frameworks for serving *all* students, such as a multi-tiered system of support and Universal Design for Learning.

What are the basic components of a special education infrastructure?

The following basic components make up the essential infrastructure an LEA must have in place for its special education system if that system is to operate effectively. Although the components are numbered for ease of reference, they are equivalent in importance. The components are:



1. Collaboration and Communication

Norms and processes that allow for meaningful and productive interaction between special education programs and other programs, as well as between schools and families.



2. Staffing

Processes to monitor and address personnel needs, and strategic allocation of staff with defined roles and responsibilities.



3. Policy and Procedures

The existence of up-to-date, documented, and accessible procedures that are compliant with the Individuals with Disabilities Education Act (IDEA), along with a robust pre-referral system, such as a multi-tiered system of support.



4. Data Systems

Accurate and consistent data sources that are accessible and monitored at the student, class-room, and school levels.



5. Resource Management

Budget planning and monitoring processes that ensure that resources for special education are strategically allocated and managed to meet state and federal guidelines and to serve students with disabilities.



6. Instructional Practices

Professional learning opportunities, systems, and processes for general and special education teachers and other personnel, to support high-quality Individualized Education Programs (IEPs) and all students' access to the general education curriculum.



Using the Basic Components Tool

The **Basic Components Tool** provides a structured process for LEA leaders to identify strengths and gaps in special education infrastructure and to prioritize the steps for system improvement. The tool provides a table for each component, which is defined by its subcomponents — that is, practices that indicate implementation of the component within the special education system. Examples of evidence for each subcomponent provide further clarification for the leaders by answering the question, "How will we know if the subcomponent is already in place?"

Identify who will complete the Basic Components Tool

Those responsible for tool completion and analysis of the results will likely depend on an LEA's circumstances and capacity, but the authors recommend that this responsibility be given to a 3-5-member multidisciplinary leadership team. This group should include leaders from multiple LEA offices and programs (e.g., LEA executive team, special education, curriculum and instruction, student services), as well as school sites. The professional collaboration of a multidisciplinary team helps ensure that services and supports for students are comprehensive and that decisions on resource allocation are as unbiased as possible.

If it's not possible to use a multidisciplinary team, a second option would be to use a smaller and less inclusive team that works in consultation with a technical assistance provider.

It's also possible, though less effective, to have the tool and analysis done by an individual (e.g., Director of Special Education). If individuals complete the tool on their own, the authors recommend that they share the results with other colleagues, who are then given the opportunity to provide their expertise.

A team should be able to complete the tool and analysis in about an hour. An individual will need less time.

Determine the implementation status for each basic component and reflect on your results

After considering the examples of evidence for a subcomponent, use the tool's three-category assessment, with its ratings of Not Yet (i.e., none of the examples of evidence are present), Partial (i.e., one or more of the examples of evidence are present), and Established (i.e., all examples of evidence are present), to determine the degree to which the subcomponent is present in your system. Use the second and third sections of the Basic Components Tool, Summary Table and Reflection Questions, to review implementation ratings for all subcomponents and reflect on where your LEA might want to focus its improvement efforts.

Following the tool, on page 23, you'll find some supplemental resources to help in determining next steps after assessing the basic components of your special education infrastructure.

The Basic Components Tool

Instructions: For each subcomponent, check the box for each example of evidence that appears to be in place within your LEA. Then determine the status for the subcomponent: Not Yet (i.e., none of the *examples of evidence* are present), Partial (i.e., one or more of the *examples of evidence* are present), or Established (i.e., all *examples of evidence* are present).



Component 1: Collaboration and Communication	Examples of Evidence	Status (Check only one)	Notes
1.1. Mission, Vision, Values and Goals: LEA has mission, vision, values, and goal statements that support improved outcomes for all students.	LEA intentionally communicates its mission, vision, values, and goals. A key LEA goal is that all offices will have specific roles and shared responsibility for the success of all students. LEA has norms that include student-first language (e.g., "students with disabilities" rather than "disabled students").	Not Yet Partial Established	

Component 1: Collaboration and Communication	Examples of Evidence	Status (Check only one)	Notes
1.2. Special Education Engaged in Strategy Development: Special education leadership is engaged in long-term strategy development, including conversations about curriculum, transitions, and resource allocation.	Special education leaders are invited to all LEA-level meetings related to changes in standards of practice, staffing, and resources. Special education leaders communicate consistent information on policy and practices to site leaders across schools (preschool, elementary, middle, high) and support collaboration across grades for effective transitions. LEA communicates expectations that site leadership will include special educators and service providers in all site-level leadership meetings related to curriculum and instruction.	Not Yet Partial Established	

Component 1: Collaboration and Communication	Examples of Evidence	Status (Check only one)	Notes
1.3. Systems and Processes: LEA has systems and processes that support relevant and timely two-way communication with, and solicit input from, community stakeholders (e.g., students, parents, community members).	LEA includes representative stakeholders (e.g., parents of students with disabilities) in Local Control and Accountability Plan (LCAP) meetings. The responsible entity (LEA/special education office/SELPA) holds regular Community Advisory Committee (CAC) meetings to educate stakeholders on issues related to special education, and the LEA-wide calendar shows dates and times of CAC meetings. Special education leaders are represented at school board meetings as appropriate. LEA has a process, outside of IEP meetings, for soliciting feedback from parents/guardians and other community members. LEA provides interpreting and translation in parents/guardians' primary languages. LEA provides interpreting for all IEP, LCAP, CAC, and other stakeholder meetings, and translates all materials for stakeholders.	Not Yet Partial Established	



Component 2: Staffing	Examples of Evidence	Status (Check only one)	Notes
2.1. Staff Hiring and Allocation: LEA hiring and allocation of special education staff is informed by data, conforms to state and local guidelines, and is allocated in a manner that meets student need according to each student's IEP.	LEA uses state education code requirements and employment contracts (e.g., resource teachers not to exceed 28 pupils per CA Education Code 56362) to help determine staffing ratios. LEA collects and reviews data (e.g., child count, enrollment projections, staffing projections) at targeted points throughout the year (e.g., in relation to budget development process, Human Resources deadlines for staff notifications) to determine programmatic needs and set criteria for personnel additions or reductions. LEA has articulated in its Local Control and Accountability Plan (LCAP) whether it has teachers and service providers who are not fully credentialed and, if so, has included a plan for increasing the percentage of fully credentialed teachers and service providers.	Not Yet Partial Established	

Component 2: Staffing	Examples of Evidence	Status (Check only one)	Notes
2.2. Strategic Staffing: The special education office is strategically staffed and has a defined organizational structure.	LEA has created an organizational chart that clearly outlines where and to whom special education personnel report. LEA has identified and communicated whom school staff are to call for support related to IDEA compliance and/or instruction of students with disabilities. LEA outlines clear roles, responsibilities, and professional learning expectations for special education staff, and those roles, responsibilities, and expectations are aligned with LEA-wide special education goals. Special education administrators receive training in special education law and systems improvement (e.g., root-cause analysis) and/or are receiving induction to support their development in these areas. Special education leaders, in coordination with human resources and budget leaders, have an articulated plan to fill open positions within a reasonable time frame. If attempts to fill critical positions are unsuccessful, the special education office has a specific plan for ensuring that students with disabilities receive the services identified in their IEP.	Not Yet Partial Established	

Component 3: Policy and Procedures	Examples of Evidence	Status (Check only one)	Notes
3.1. Adoption of IDEA Policies and Procedures: LEA/special education office has adopted IDEA-compliant policies and procedures related to the provisions of Free and Appropriate Public Education (FAPE) within the LEA.	LEA offers training to staff on the program requirements in IDEA (e.g., least restrictive environment [LRE]). LEA makes publicly available a handbook or other resource with written policies and procedures specific to the provision of special education within the LEA, including state and federal legal requirements. The handbook is regularly updated to reflect current policy. LEA provides written descriptions (as a part of its handbook or other resource) of the continuum of placements and services available within the LEA to ensure that students with disabilities receive FAPE. LEA stays current (e.g., through annual review) on applicable state and federal special education guidance, court findings, and research impacting special education, to ensure that its policies and procedures meet current federal and state legal requirements.	Not Yet Partial Established	

Component 3: Policy and Procedures	Examples of Evidence	Status (Check only one)	Notes
3.2. Problem-Solving Policies and Procedures: LEA supports strong pre-referral processes, such as the implementation of a multi-tiered system of support, a student study team, and other problem-solving policies and/or procedures that help general educators address the specific learning needs of students prior to referral for special education and/or related services.	Pre-referral processes are integrated and coordinated to support the whole child. Decision-making processes and procedures related to students qualifying for and exiting from special education are articulated in written policy (as a part of its handbook or other resource) that is compliant with state and federal law, and it is available for all stakeholders. LEA documents all training provided to relevant personnel that is related to pre-referral processes and implementation of multitiered systems of support, so it can monitor who attends. LEA provides guidance to relevant personnel about the differences between potential disability-related needs and language acquisition needs for English learners, as well as the difference between and relatedness of behavioral needs and social-emotional needs. LEA monitors, on a quarterly basis, the data on identification rates by school site. Data from sites that have a high referral rate but a low identification rate are analyzed to determine the referral source and additional training needs, and to target additional support.	Not Yet Partial Established	



Component 4: Data Systems	Examples of Evidence	Status (Check only one)	Notes
4.1. Accurate and Consistent Data: LEA produces special education data that are accurate and consistent with requirements for state submission. Systems and structures are in place to ensure that data meet the needs of the state and the LEA.	LEA has a written process for data collection and entry, using definitions and codes that are consistent with the statewide data system. Written processes are available for all staff who collect and enter data. A team regularly meets to review the central data systems to assess data quality and the effectiveness of the data collection, entry, and management. LEA has a calendar for state data submission deadlines, and one person is designated as responsible for data submission.	Not Yet Partial Established	

Component 4: Data Systems	Examples of Evidence	Status (Check only one)	Notes
4.2. Performance and Compliance Data: LEA collects special education performance and compliance data and monitors progress toward special education goals.	LEA data collection systems are designed to identify key indicators of compliance and performance that are used in site-level goal setting and developing LEA action plans. LEA utilizes LEA-wide benchmark assessments that include participation of students with disabilities. LEA calendars time for site leadership to develop and/or review action plans for responding to special education performance and compliance data. LEA includes data for students with disabilities when presenting results to stakeholders, including review of assessment results for students with disabilities (e.g., Annual Performance Report [APR] data). LEA has stated expectations that site leadership, in collaboration with special education providers, will review data (e.g., dashboard indicators and statewide performance plan indicators) to assess student need. LEA monitors student placements (including the use of nonpublic schools), alternative dispute resolution rates, and due-process filings and outcomes.	Not Yet Partial Established	

Component 5: Resource Management	Examples of Evidence	Status (Check only one)	Notes
5.1. Budget Planning: LEA multidisciplinary leadership team reviews and evaluates the special education budget and develops sound finance and staffing plans related to fiscal obligations for specialized instruction and supplementary aids and services for students with disabilities.	LEA budget prioritizes high-quality core instruction funded under the Local Control Funding Formula. To the maximum extent appropriate, supplementary aids and services funded by state and federal special education dollars are provided in general education settings to promote students' access to core instruction.* LEA monitors on a quarterly basis the data on teacher and service provider caseloads, identification rates, and eligibility categories, with the intent of targeting resources effectively. LEA monitors retention (e.g., rates of turnover, percentages of unfilled positions) of new staff, at least annually. LEA uses a clear, transparent, and equitable decision-making process for how to allocate resources for supports and services. The process is documented in an administrative handbook or a written protocol that articulates the criteria used to allocate funding resources.	Not Yet Partial Established	

^{*} Federally mandated.

Component 5: Resource Management	Examples of Evidence	Status (Check only one)	Notes
5.2. Budget Monitoring: LEA monitors its fiscal risk factors and provides guidance to staff on the use of state and federal special education resources.	Local educational agency maintenance of effort (LEA MOE) is met.* LEA program and finance leaders receive training on the allowable uses of state and federal special education funds and key reporting requirements (e.g., LEA MOE). LEA provides guidance to support staff review of placement options and decisions in conformity with LRE provisions.* A representative of the LEA (i.e., administrator or designee) who is knowledgeable about the availability of LEA resources attends all IEP meetings.*	Not Yet Partial Established	

^{*} Federally mandated.

Component 6: Instructional Practices	Examples of Evidence	Status (Check only one)	Notes
6.1. Access to General Education Curriculum: All classrooms and programs have access to the general education curriculum.	Special education office has a professional learning plan for both new and experienced staff, based on the identified needs of the LEA. Leaders responsible for high-quality core instruction have integrated instructional practices to support the needs of students with disabilities into the professional learning they provide to staff. All educators receive training and support in instructional and behavioral strategies to support all students, and the training and support include an intentional focus on students with disabilities (e.g., differentiation, scaffolding, Universal Design for Learning (UDL), and specially designed instruction). Special education leaders, in collaboration with instructional leaders and site leaders, have the infrastructure to actively support teachers in classrooms (e.g., a system of coaching and mentorship). LEA administrator or designee monitors the development of the accommodations and modifications section of the IEP document to ensure that accommodations and/or modifications, as well as universal tools and designated supports, are discussed and selected during IEP meetings and, once selected, are clearly documented in IEPs.	Not Yet Partial Established	

^{*} Federally mandated.

Component 6: Instructional Practices	Examples of Evidence	Status (Check only one)	Notes
6.2. IEPs: There is a system in place for monitoring whether students with disabilities have high-quality IEPs and whether IEPs are implemented with fidelity.	LEA provides training on legal requirements of IEP development and offers expert consultation in providing resources and support related to special education. LEA ensures that all teachers have access to and review IEPs prior to providing service to a student (e.g., before school starts, and before extended school year). Case managers provide parents with progress reports on their student's IEP goals at the same time as general education reporting occurs.* LEA periodically reviews a random sample of IEPs for quality assurance (e.g., compliance, educational benefit). LEA encourages and supports site leadership to schedule IEP meetings with enough advance notice to allow parents/ guardians to arrange their own schedule in order to participate.	Not Yet Partial Established	
6.3. State Performance Plan Indicator: LEA is on track to meet annual requirements for the State Performance Plan Indicator (SPPI) 5A-C goals for LRE.	LEA provides training on the LRE requirement to all relevant special and general education staff, including site and LEA administrators. IEPs have a clear and concise statement regarding consideration of any harmful effect on the child or the quality of services when determining LRE. Special education leaders share the LEA's annual performance report with the superintendent and the school board to promote awareness of the LRE requirement and to report progress toward the LEA's LRE target.	Not Yet Partial Established	

^{*} Federally mandated.

The Basic Components Tool Summary Table

Instructions: Use this table to summarize your responses from the Basic Components Tool to easily identify the implementation status of each subcomponent.

Basic Components	Subcomponents	Not Yet	Partial	Established
1. Collaboration and Communication	1.1. Mission Vision, Values, and Goals			
	1.2. Special Education Engaged in Strategy Development			
	1.3. Systems and Processes			
2. Staffing	2.1. Staff Hiring and Allocation			
	2.2. Strategic Staffing			
3. Policy and Procedures	3.1. Adoption of IDEA Policies and Procedures			
	3.2. Problem-Solving Policies and Procedures			

Basic Components	Subcomponents	Not Yet	Partial	Established
4. Data Systems	4.1. Accurate and Consistent Data			
	4.2. Performance and Compliance Data			
5. Resource Management	5.1. Budget Planning			
	5.2. Budget Monitoring			
6. Instructional Practices	6.1. Access to General Education Curriculum			
	6.2. IEPs			
	6.3. State Performance Plan Indicator			

The Basic Components Tool Reflection Questions

Instructions: Use the following reflection questions to help guide next steps.

- Which subcomponents are we not yet implementing, and why?
- Which subcomponents are we only partially implementing, and what might it take to get to full implementation?
- Are there subcomponents that have already been established, but that might need some improvement?
 If so, why?
- Of the subcomponents needing attention, where might there be the greatest will or sponsorship for improvement efforts?
- Are there subcomponents that have already been established but that might require greater and/or more-immediate attention than others, based on the current needs of our LEA?

Given answers to the above questions, what are our top priorities for improvement?



What's Next: Improving Your Special Education Infrastructure

As you think about how to improve the basic components of your existing special education infrastructure, consider using continuous improvement methods, such as improvement science or design thinking, to develop change strategies and guide your improvement efforts. Improvement science is a methodology that uses disciplined inquiry to solve a specific problem of practice; at its heart is continuous inquiry and learning, resulting in efficient and useful feedback to inform system improvements.² Design thinking is a process for problem-solving that uses creative activities to foster collaboration and solve problems in human-centered ways.³ LEA teams might also consider using implementation science to help guide the successful implementation of new roles, processes, and tools for each prioritized basic component or subcomponent. Implementation science is an improvement method that concentrates on how education changes are carried out, to ensure that the implementation process accounts for local variables in schools and other relevant contextual factors in order to be successful in any setting.

Supplemental resources for planning and prioritizing improvement efforts

Action-Planning Table. An action-planning table like the one on the following page can be used to help organize the actions, people, time, and resources needed to instate or improve your prioritized component(s) or subcomponent(s), and to determine how you will know if your LEA has successfully implemented them.

² Park, S., & Carver, P. (2013). Continuous improvement in education. Stanford, CA: Carnegie Foundation for the Advancement of Teaching. Retrieved from https://www.carnegiefoundation.org/resources/publications/continuous-improvement-education/; Regional Educational Laboratory West. (n.d.). ImprovementScience.

³ IDEO. (2020). What is design thinking? [webpage]. Retrieved from https://www.ideou.com/blogs/inspiration/what-is-design-thinking.

Prioritized Basic Components/ Subcomponents	Actions	Opportunities for Alignment/ Integration with Other Processes or Initiatives	Person(s) Responsible	Resources Needed	Timeline	Evidence of Successful Completion

Impact-Effort Matrix. An impact-effort matrix is a tool that can help teams decide where to start their improvement work, by assessing the potential value of a specific action, compared to the degree of effort entailed in carrying it out. *Impact* is the action's possible effect on an LEA's priorities or existing initiatives (e.g., improving student learning experiences and outcomes, or building staff capacity). *Effort* refers to the resources (e.g., time, funding, opportunity cost) required to implement that action. The Impact-Effort Matrix on the following page consists of four quadrants:

- Quick Wins: Actions that are high impact, low effort
- Major Projects: Actions that are high impact, high effort
- Fill-Ins: Actions that are low impact, low effort
- Thankless Tasks: Actions that are low impact, high effort

The following criteria, adapted from the Institute for Healthcare Improvement,⁴ can help you determine, for each category (i.e., impact and effort), what makes something high or low:

Impact:

- **Evidence:** Is there evidence that this kind of change has made a difference in other contexts?
- **Contribution:** How much would this change contribute to our overall objectives?

Effort:

- **Speed:** How quickly could we do this?
- **Resources:** What resources would it take to implement?
- Acceptability: Would this change likely be supported by system stakeholders?

⁴ Institute for Healthcare Improvement. (2018). Improvement Coach Professional Development Program [Professional learning materials]. Boston, MA: Author.

Instructions

In deciding how to strengthen your special education infrastructure, use the Impact-Effort Matrix to help identify the actions on which your LEA might want to focus first. Place each action identified in the **Action-Planning Table** into a quadrant, based on what you think its level of impact will be once it is strongly established, and, also on the amount of effort you think it will take to instate, establish, or improve it. Your LEA should prioritize the actions in the Quick Wins quadrant first, followed by the actions in the Major Projects quadrant.

Impact/Effort Matrix

